AMENDED IN SENATE AUGUST 8, 2000 AMENDED IN ASSEMBLY MAY 26, 2000 AMENDED IN ASSEMBLY MAY 1, 2000

CALIFORNIA LEGISLATURE-1999-2000 REGULAR SESSION

ASSEMBLY BILL

No. 1785

Introduced by Assembly Member Villaraigosa (Coauthors: Assembly Members Bock, Calderon, Keeley, Knox, Kuehl, Longville, Lowenthal, Mazzoni, Steinberg, and Washington)

(Coauthors: Senators Alarcon, Hughes, Murray, and Solis)

January 26, 2000

An act to amend Sections 233, 32228, 32228.1, 44253.2, and 44253.3 of the Education Code, and to amend Sections 628, 628.1, 628.2, and 628.5 of the Penal Code, relating to hate violence.

LEGISLATIVE COUNSEL'S DIGEST

AB 1785, as amended, Villaraigosa. Hate violence.

(1) Existing law requires the State Board of Education to revise as specified, the state curriculum frameworks and guidelines and the moral and civic education curricula to include human relations education, with the aim of fostering and an appreciation of people of different ethnicities.

This bill instead would require the State Board of Education to revise the state curriculum frameworks and guidelines and the moral and civic education curricula to include human relations education, with the aim of fostering an appreciation

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of the diversity of California's population and discouraging the development of discriminatory attitudes and practices.

(2) Existing law states the Legislature's intent relating to school safety and violence prevention and that schoolsites receiving funds accomplish specified goals.

This bill would state the Legislature's additional intent that public schools have access to supplemental resources to combat bias based on membership in specified groups or classifications, and to prevent and respond to acts of hate violence and bias related incidents. The bill would also state additional goals for schoolsites receiving funds to include programs and curricula relating to bias, stereotyping, and discrimination as specified.

(3) Existing law empowers the Commission on Teacher Credentialing to issue a certificate that authorizes the holder of the certificate to provide various services to limited-English-proficient pupils. Minimum requirements are specified for issuance of that certificate.

This bill would add a course in human relations as a prerequisite to obtaining the above credential and would define culture and cultural diversity to mean an understanding of human relations as specified.

(4) Existing law requires that school districts report on crimes committed on school grounds, as specified. Existing Department of Education, law requires the State with Department of Justice consultation the representative selection of school districts, to develop a standard school crime reporting form. Existing law requires the department to identify guidelines for reporting, and documentation for validating, the incidents of each crime description included on the standard school crime reporting forms, as specified.

This bill would require the department to specifically include reporting of hate motivated incidents and hate crimes, as defined, on the standard school crime reporting form. This bill would also require the department to establish reporting guidelines and documentation for validation criteria for hate crimes, as defined. By increasing the reporting duty of school districts, this bill would impose a state-mandated local program.

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(5) The California Constitution requires the state reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions procedures for making that reimbursement, including the creation of a State Mandates Claims Fund to pay the costs of mandates that do not exceed \$1,000,000 statewide and other for claims whose statewide procedures costs \$1,000,000.

This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be pursuant to these statutory provisions.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: yes.

The people of the State of California do enact as follows:

- SECTION 1. The Legislature finds and declares the 1 2 following:
- 3 (a) Hate motivated incidents and hate crimes jeopardize the safety and well-being of all students and
 - staff and are injurious to those victimized by such
- 6 behavior. Unfortunately, there has been an increasing
- level of hate motivated incidents and hate crimes in our
- schools and communities.
- 9 (b) Current law requires school districts to report 10 crime statistics to the State Department of Education for 11 compilation in the annual California Safe Schools
- 12 Assessment. However, the ongoing collection
- 13 information on the number of hate crimes and hate
- motivated incidents on school grounds is not part of the
- compilation. 15
- (c) In 1999, the Legislature enacted the Carl 16 17 Washington School Safety and Violence Prevention Act,
 - and appropriated one hundred million dollars
- 18 for 19 (\$100,000,000) its purposes. Preventing
- responding to acts of hate violence should be an explicit 20
- priority for expenditure. 21
- (d) It should be the goal of the state to insure that 22 teachers, administrators, students. and support

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appreciate and respect diversity, understand the roles and contributions of people of diverse groups, and are prepared to interact harmoniously, work productively, and thrive personally in a pluralistic society.

- (e) Better data collection of hate motivated incidents 6 and hate crimes will provide useful information, locally and at the state level, to assist in targeting limited resources with greater effectiveness.
- 9 SEC. 2. Section 233 of the Education Code is amended 10 to read:
- 233. (a) At the request of the Superintendent of 12 Public Instruction, the State Board of Education shall do 13 all of the following as long as the board's actions do not 14 result in a state mandate or an increase in costs to a state 15 or local program:
- (1) Adopt policies directed toward creating a school 16 17 environment in kindergarten and grades 1 to 18 inclusive, that is free from discriminatory attitudes and practices and acts of hate violence.
- (2) Revise, as needed, and in accordance with the Board of Education's adopted Schedule 21 State 22 Curriculum Framework Development and Adoption of 23 Instructional Materials developed pursuant to Section 24 60200, the state curriculum frameworks and guidelines 25 and the moral and civic education curricula to include human relations education, with the aim of fostering an appreciation of the diversity of California's population discouraging the development of discriminatory attitudes and practices.
- guidelines (3) Establish for in teacher use 31 administrator in-service training programs to promote an appreciation of diversity and to discourage development of discriminatory attitudes and practices 34 that prevent pupils from achieving their full potential.
- 35 (4) Establish guidelines for use in teacher and 36 administrator in-service training programs designed to enable teachers and administrators to prevent 38 respond to acts of hate violence occurring on their school campuses.

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(5) Establish guidelines designed raise the to awareness and sensitivity of teachers, administrators, and school employees to potentially prejudicial and discriminatory behavior and to encourage the participation of these groups in these programs.

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- (6) Develop guidelines relating to the development of nondiscriminatory instructional and counseling methods.
- (7) Revise any appropriate guidelines adopted by the board to include procedures preventing and responding to acts of hate violence.
- (b) The State Department of Education, in accordance with policies established by the State Board of Education for purposes of this subdivision, shall do all 14 of the following:
- guidelines (1) Prepare for the design 16 implementation local programs instructional of and promote understanding, curricula that awareness, 18 appreciation of the contributions of people with diverse backgrounds and of harmonious relations in a diverse 20 society. guidelines shall include methods The evaluating the programs and curricula and suggested procedures to ensure coordination of the programs and appropriate local public curricula with and private agencies.
 - (2) Provide grants, from funds appropriated for that districts and county offices purpose, school education to develop programs and curricula consistent with the guidelines developed in paragraph (1).
 - (3) To the extent possible, provide advice and direct services, consistent with the guidelines developed in paragraph (1), to school districts and county offices of education that implement the programs and curricula developed in paragraph (2).
- 34 (c) The State Board of Education shall carry out this 35 section only if private funds, in an amount sufficient to pay for related State Department of Education staff activities on behalf of the board, are made available. 37
- (d) Nothing in this section shall be construed to 38 require the governing board of a school district to offer

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any ethnic studies or human relations courses in the 2 district.

- (e) As used in this section, "hate violence" means any act punishable under Section 422.6, 422.7, or 422.75 of the Penal Code.
- SEC. 3. Section 32228 of the Education Code is amended to read:
- 32228. (a) It is the intent of the Legislature that public schools serving pupils in grades 8 to 12, inclusive, have access to supplemental resources to establish programs and strategies that promote school safety and emphasize violence prevention among children and youth in the public schools.
- (b) It is also the intent of the Legislature that public schools have access to supplemental resources to combat bias on the basis of race, color, religion, ancestry, national origin, disability, gender, or sexual orientation, and to prevent and respond to acts of hate violence and bias related incidents.
- (c) It is further the intent of the Legislature that schoolsites receiving funds pursuant to this article accomplish all of the following goals:
- (1) Teach pupils techniques for resolving conflicts without violence.
- (2) Train school staff and administrators to support and promote conflict resolution and mediation techniques for resolving conflicts between and among pupils.
- (3) Reduce incidents of violence at the schoolsite with an emphasis on prevention and early intervention.
- SEC. 4. Section 32228.1 of the Education Code is 31 32 amended to read:
- 32228.1. (a) The School Safety and Violence 34 Prevention Act is hereby established. This statewide program shall be administered by the Superintendent of 36 Public Instruction, who shall provide funds to school districts serving pupils in any of grades 8 to 12, inclusive, 37 for the purpose of promoting school safety and reducing schoolsite violence. As a condition of receiving funds

pursuant to this article, an eligible school district shall

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eertify, on forms and in a manner required by the Superintendent of Public Instruction, that the funds will 3 be used as described in this section.

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- (b) From funds appropriated in the annual Budget 5 Act or any other measure, funds shall be allocated to school districts on the basis of prior year enrollment, as reported by the California Basic Educational Data System, of pupils in grades 8 to 12, inclusive, for any one or more of the following purposes:
 - (1) Providing schools with personnel, including, but not limited to, licensed or certificated school counselors, school social workers, school nurses, and school psychologists, who are trained in conflict resolution. Any law enforcement personnel hired pursuant to this article shall be trained and sworn peace officers.
 - (2) Providing effective and accessible on-campus communication devices and other school safety infrastructure needs.
 - (3) Establishing an in-service training program for school staff to learn to identify at-risk pupils, to communicate effectively with those pupils, and to refer those pupils to appropriate counseling.
 - (4) Establishing cooperative arrangements with local law enforcement agencies for appropriate school-community relationships.
 - (5) Preventing and responding to acts of hate violence and bias related incidents, including implementation of programs and instructional curricula consistent with the goals set forth in this section and guidelines developed pursuant to paragraph (1) of subdivision (b) of Section
 - (6) For any other purpose that the school or school district determines that would materially contribute to meeting the goals and objectives of current law in providing for safe schools and preventing violence among pupils.
- 37 SEC. 3. Section 32228 of the Education Code is amended to read: 38
- 39 32228. (a) It is the intent of the Legislature that 40 public schools serving pupils in kindergarten or any of

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grades 1 to 12, inclusive, have access to supplemental resources to establish programs and strategies 3 promote school safety and emphasize violence 4 prevention among children and youth in the public 5 schools.

- (b) It is also the intent of the Legislature that public schools have access to supplemental resources to combat 8 bias on the basis of race, color, religion, ancestry, national origin, disability, gender, or sexual orientation, and to 10 prevent and respond to acts of hate violence and bias 11 related incidents. Sexual orientation shall not include 12 pedophilia.
- (c) It is further the intent of the Legislature that 14 schoolsites receiving funds pursuant to this article 15 accomplish all of the following goals:
- (1) Teach pupils techniques for resolving conflicts 17 without violence.
- (2) Train school staff and administrators to support conflict resolution 19 and promote and mediation techniques for resolving conflicts between and among pupils.
- 22 (3) Reduce incidents of violence at the schoolsite with 23 an emphasis on prevention and early detection.
- SEC. 4. Section 32228.1 of the Education Code is 25 amended to read:
- 32228.1. (a) The School Safety and Violence 27 Prevention Act is hereby established. This statewide 28 program shall be administered by the Superintendent of 29 Public Instruction, who shall provide funds to school 30 districts serving pupils in kindergarten or any of grades 31 1 to 12, inclusive, for the purpose of promoting school 32 safety and reducing schoolsite violence. As a condition of receiving funds pursuant to this article, an eligible school 34 district shall certify, on forms and in a manner required 35 by the Superintendent of Public Instruction, that the 36 funds will be used as described in this section.
- (b) From funds appropriated in the annual Budget 37 38 Act or any other measure, funds shall be allocated to school districts on the basis of prior year enrollment, as reported by the California Basic Educational

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System, of pupils in kindergarten or any of grades 1 to 12, inclusive, for any one or more of the following purposes:

(1) Providing schools with personnel, including, but not limited to, licensed or certificated school counselors, workers, school nurses, social psychologists, who are trained in conflict resolution. Any law enforcement personnel hired pursuant to this article shall be trained and sworn peace officers.

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- (2) Providing effective accessible on-campus 10 communication devices and other school safety infrastructure needs.
- (3) Establishing an in-service training program for 13 school staff to learn to identify at-risk pupils, to 14 communicate effectively with those pupils, and to refer those pupils to appropriate counseling.
- (4) Establishing cooperative arrangements with local appropriate 17 law enforcement agencies for 18 school-community relationships.
- (5) Preventing and responding to acts of hate violence 20 and bias related incidents, including implementation of programs and instructional curricula consistent with the goals set forth in this section and guidelines developed pursuant to paragraph (1) of subdivision (b) of Section 233.
- (6) For any other purpose that the school or school 26 district determines that would materially contribute to meeting the goals and objectives of current law providing for safe schools and preventing violence among
- SEC. 5. Section 44253.2 of the Education Code is 30 31 amended to read:
 - 44253.2. For the purposes of this chapter. following terms shall have the following meanings, unless the context otherwise requires:
- 35 (a) "Instruction for English language development" 36 means instruction designed specifically for limited-English-proficient 37 pupils to develop their listening, speaking, reading, and writing skills in English. 38
- (b) "Specially designed content instruction delivered 39 in English" means instruction in a subject area, delivered

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in English, that is specially designed to meet the needs of limited-English-proficient pupils.

- 3 (c) "Content instruction delivered in the primary language" means instruction in a subject area delivered 5 in the primary language of the pupil.
 - (d) "Instruction for primary language development" means instruction designed to develop a pupil's listening, speaking, reading, and writing skills in the primary language of the pupil.
- (e) "Culture diversity" 10 and cultural means an 11 understanding of human relations, including the following: 12
 - (1) The nature and content of culture.
 - (2) Cross cultural contact and interactions.
- (3) Cultural diversity the States 15 in United and 16 California.
 - (4) Approaches to providing instruction responsive to the diversity of the student population.
 - (5) Recognizing and responding to behavior related to bias based on race, color, religion, nationality, country of origin, ancestry, gender, disability, or sexual orientation.
 - (6) Techniques for the peaceful resolution of conflict.
- 23 SEC. 6. Section 44253.3 of the Education Code is 24 amended to read:
 - 44253.3. (a) The commission shall issue a certificate that authorizes the holder to provide all of the following services to limited-English-proficient pupils:
- (1) Instruction for English language development in 29 preschool, kindergarten, grades 1 to 12, inclusive, and 30 classes organized primarily for adults, except when the requirement specified in paragraph (1) of subdivision 32 (b) of Section 44253.3 is satisfied by the possession of a children's center instructional permit pursuant 34 Sections 8363 and 44252.7, a children's center supervision permit pursuant to Section 8363, or a designated subjects 36 teaching credential in adult education pursuant Section 44260.2. If the requirement specified
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- 38 paragraph (1) of subdivision (b) of Section 44253.3 is
- satisfied by the possession of a children's center
- instructional permit, or a children's center supervision

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for permit, then instruction English language development shall be limited to the programs authorized by that permit. If the requirement specified in paragraph 4 (1) of subdivision (b) of Section 44253.3 is satisfied by the possession of a designated subjects teaching credential in adult education, then instruction for English language development shall be to limited classes organized primarily for adults. 9

- (2) Specially designed content instruction delivered 10 in English in the subjects and at the levels authorized by the teacher's prerequisite credential or permit used to satisfy the requirement specified in paragraph (1) of subdivision (b) of Section 44253.3.
- (b) The minimum requirements for the certificate 15 shall include all of the following:
- (1) Possession of a valid California teaching credential, services credential. children's center instructional 18 permit, or children's center supervision permit which credential or permit authorizes the holder to provide instruction to pupils in preschool, kindergarten, any of grades 1 to 12, inclusive, or classes primarily organized for adults, except for the following:
 - (A) Emergency credentials or permits.

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- (B) Exchange credentials as specified in Section 44333.
- (C) District intern certificates as specified in Section 44325. 26
 - (D) Sojourn certificated employee credentials as specified in Section 44856.
- education internship (E) Teacher credentials specified in Article 3 (commencing with Section 44450) 30 of Chapter 3.
- (2) Passage of one or more examinations that the 33 commission determines are necessary for demonstrating 34 the knowledge and skills required for effective delivery of the services authorized by the certificate.
- (3) Completion of at least six semester units, or nine 37 quarter units, of coursework in a second language at a regionally accredited institution of postsecondary The education. commission shall establish minimum standards for scholarship in the required coursework. The

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commission shall also establish alternative ways in which the requirement can be satisfied by language-learning experience that creates an awareness of the challenges of second-language acquisition and development.

- (c) Completion of coursework in human relations in 6 accordance with the commission's standards of program quality and effectiveness that includes, at minimum instruction in the following:
 - (1) The nature and content of culture.
 - (2) Cross cultural contact and interactions.
- 11 (3) Cultural diversity in the United States and 12 California.
- (4) Providing instruction responsive to the diversity of 14 the student population.
- (5) Recognizing and responding to behavior related to 16 bias based on race, color, religion, nationality, country of origin, ancestry, gender, disability, or sexual orientation.
 - (6) Techniques for the peaceful resolution of conflict.
- commission shall establish (d) The 20 requirements for a teacher to earn the certificate, which shall be awarded as a supplementary authorization pursuant to subdivision (e) of Section 44225.
- (e) The certificate shall remain valid as long as the 24 prerequisite credential or permit specified in paragraph 25 (1) of subdivision (b) of Section 44253.3 remains valid.
- 26 SEC. 7. Section 628 of the Penal Code is amended to 27 read:
- 628. It is the intent of the Legislature in enacting this 29 section to ensure that schools, school districts, local 30 government, and the Legislature have sufficient data and 31 information about the type and frequency of crime, 32 including hate motivated incidents and hate crimes, occurring on school campuses to permit development of 34 effective programs and techniques to combat crime on 35 school campuses.
- SEC. 8. Section 628.1 of the Penal Code is amended to 36 37 read:
- 38 628.1. (a) By June 30, 1995, the State Department of in consultation with the Department of 39 Education. 40 Justice and a representative selection of school districts

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and county offices of education which currently compile school crime statistics, shall develop a standard school 3 crime reporting form for use by all school districts and 4 county offices of education throughout the state. No 5 individual shall be identified by name or in any other manner on this reporting form. The form shall define what constitutes the criminal activity required to be reported and shall include, but not be limited to, all of the 9 following:

- (1) Description of the crime or incident, including hate motivated incidents or hate crimes.
 - (2) Victim characteristics.

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- (3) Suspect characteristics, if known.
- (b) For purposes of this section the following 15 definitions shall apply:
- (1) "Hate motivated incident" means an act or attempted act which constitutes an expression of hostility 18 against a person or property or institution because of the victim's real or perceived race, religion, disability, 20 gender, nationality, or sexual orientation. This 21 include using bigoted insults, taunts, or slurs, distributing or posting hate group literature or posters, defacing, destroying posted removing, or materials announcements, posting or circulating demeaning jokes or leaflets.
- (2) "Hate crime" means an act or attempted act 27 against the person or property of another individual or 28 institution which in any way manifest evidence of hostility toward the victim because of his or her actual or 30 perceived race, religion, disability, gender, nationality, or 31 sexual orientation. This includes, but is not limited to, 32 threatening telephone calls, hate mail, physical assault, vandalism, cross burning, destruction of religious 34 symbols, or fire bombings.
- SEC. 9. Section 628.2 of the Penal Code is amended to 35 36 read:
- 628.2. (a) On forms prepared and supplied by the 37 38 State Department of Education, each principal of a school in a school district and each principal or director of a school, program, or camp under the jurisdiction of the

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superintendent of schools shall forward a completed report of crimes committed, including hate 3 motivated incidents and hate crimes as defined in paragraphs (1) and (2) of subdivision (b) of Section 628.1, 5 on school or camp grounds at the end of each reporting 6 period to the district superintendent or superintendent of schools, as the case may be.

- (b) The district superintendent, or, as appropriate, the 9 county superintendent of schools, shall compile the 10 school data and submit the aggregated data to the State Department of Education not later than February 1 for 12 the reporting period of July 1 through December 31, and not later than August 1 for the reporting period of January 14 1 through June 30.
- (c) The superintendent of any school district 16 maintains a police department pursuant to Section 39670 17 of the Education Code may direct the chief of police or 18 other administrator of that department to prepare the completed report of crimes for one or more schools in the 20 district, to compile the school data for the district, and to 21 submit the aggregated data to the State Department of 22 Education in accordance with this section. If the chief of 23 police or other designated administrator completes the 24 report of crimes, the chief of police or other designated 25 administrator shall provide information to each school 26 principal about the school crime reporting program, the 27 crime descriptions, including hate motivated incidents 28 and hate crimes as defined in paragraphs (1) and (2) of subdivision (b) of Section 628.1, included in the reporting 30 program, the reporting guidelines, and the required 31 documentation identified by the State Department of 32 Education for each crime description.
- 33 (d) The State Department of Education shall 34 distribute, upon request, to each school district governing 35 board, each office of the county superintendent of 36 schools, each county probation department, the Attorney Fair **Employment** 37 General, the and Housing 38 Commission, county human relations commissions, civil rights organizations, and private organizations, the statewide aggregated summary of data.

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department also shall distribute, upon request, to each office of the county superintendent of schools, each 3 county sheriff, and each county probation department, a summary of that county's school district reports and 5 county reports. This information shall be supplied not later than March 1 of each year for the previous school year. The department shall also submit to the Legislature a summary of the statewide aggregated data not later than March 1 of each year for the previous school year. In 10 addition, commencing with the second annual report, the department shall identify and analyze trends in school 12 crime by comparing the numbers and rates of crimes and 13 the resulting economic losses for each year against those 14 of previous years. 15

(e) All school district, county, and statewide reports 16 prepared under this chapter shall be deemed public documents and shall be made available to the public at a 18 price not to exceed the actual cost of duplication and distribution.

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- (f) Effective July 1, 2001, the Superintendent of Public 21 Instruction shall not collect or require school districts to submit data on pupil suspensions and expulsions pursuant 23 to this chapter, unless that methodology has been 24 reviewed and approved by the State Board of Education 25 as being both appropriate and accurate for the purposes of the report required pursuant to this chapter.
- SEC. 10. Section 628.5 of the Penal Code is amended 28 to read:
- 628.5. The Legislature hereby recognizes that 30 pupils enrolled in California public schools have the 31 inalienable right to attend classes on campuses that are peaceful. The Legislature 32 secure. and recognizes the importance of accurate school crime data, 34 including data on hate motivated incidents and hate 35 crimes as defined in paragraphs (1) and (2) of subdivision 36 (b) of Section 628.1, in developing and implementing school safety strategies and programs.
- The State Department of Education, in consultation 39 with school districts and county offices of education, shall identify guidelines for reporting and documentation for

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the incidents of each crime description validating contained on the standard school crime reporting forms prepared pursuant to Sections 628.1 and 628.2. Reporting 4 guidelines and documentation for validation criteria shall 5 be established for each crime description, including, but 6 not limited to, all of the following: battery, assault with a deadly weapon, graffiti, homicide, sex offenses, robbery, drug and alcohol offenses, possession of extortion, 9 weapons, destructive devices, arson, burglary, 10 vandalism, and hate motivated incidents and hate crimes as defined in paragraphs (1) and (2) of subdivision (b) of 12 Section 628.1. 13

SEC. 11. Notwithstanding Section 17610 of the Government Code, if the Commission on State Mandates determines that this act contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made pursuant to Part 7 (commencing with Section 17500) of Division 4 of Title 2 of the Government Code. If the statewide cost of the claim for reimbursement does not exceed one million dollars (\$1,000,000), reimbursement shall be made from the State Mandates Claims Fund.